

WorkSource Service Delivery System Policy

EFFECTIVE DATE: July 1, 2006
WSDS POLICY NUMBER: 1002
SUBJECT: Common Measures

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SCOPE

Programs subject to this policy include: Workforce Investment Act (WIA), Wagner-Peyser (W-P), Veterans Employment and Training Service (VETS), Trade Adjustment Assistance (TAA), and WorkFirst-Employment Services (WF) programs.

PURPOSE

To provide state policy guidance on Washington State's implementation of common measures relating to Workforce Investment Act (WIA), Wagner-Peyser (W-P), Veterans Employment and Training Service (VETS), Trade Adjustment Assistance (TAA), and WorkFirst Employment Services (WF) programs. This policy is based upon US Department of Labor, Employment and Training Administration (DOL/ETA) Training and Employment Guidance Letter (TEGL) 17-05 issued February 17, 2006.

BACKGROUND

In March 2005, USDOL/ETA announced its intent to implement a set of common measures for a number of workforce programs. These six common measures were designed to promote service integration, establish uniform performance accountability, enhance program effectiveness, and measure the success of the workforce development system.

Subsequent to this issuance and in response to public comments, TEGL 17-05 was issued in February 2006 to modify and clarify common measures and performance accountability policies. These common measures are described in Attachment 1 and Attachment 2 of this document.

Specific DOL reporting instructions for each program (TAPR, WIASRD, ETA 9002) describe what exiter group, records, timeframes, and other information should be used for the preparation and submittal of each program's reporting and performance measurement.

POLICY

This common measures policy supplements TEGL 17-05 by addressing state-specific interpretations and requirements applicable to our State's programs. With the exception of

the guidance and clarification as noted herein, the foundation of the common measures policy is established in TEGL 17-05 which rescinds and replaces previous performance-related issuances. Literacy and Numeracy performance policy is covered as a separate policy (#3685). All grantees and sub-grantees must adhere to the TEGL 17-05 requirements and this policy.

SECTION 1: SKIES AND GO2WORKSOURCE SYSTEMS

The Services, Knowledge, and Information Exchange System (SKIES) is the primary system for capturing staff-assisted services and participant data used for reporting and calculation of common measures through One-Stop Centers and Affiliates.

Inclusion of participants receiving self-services and informational activities only is a new reporting feature of common measures. The Go2WorkSource system will be the source for identifying these self-service only participants. Only those individuals who complete a Go2WorkSource registration and engage in self-directed or informational activities, such as posting a resume or application, applying for a WS or AJB job, or requesting a referral to a WA suppressed job listing, will be included in the self-service participant count.

The State will continue to research other sources of self-services and information services data. These may include other resources such as WorkSource Management System (WMS), Consumer Reports System, Eligible Training Provider Lists, and Workforce Explorer.

SECTION 2: SERVICES

SELF-SERVICE AND INFORMATIONAL ACTIVITY

Self-service and informational activities are those core services that are available and accessible to the general public; that are designed to inform and educate individuals about the labor market, their employment strengths and weaknesses, the range of services appropriate to their situation; and instructions on how to use the One Stop resources. These services do not require significant staff involvement with the individual in terms of resources or time.

Self-service occurs when individuals serve themselves in accessing WorkSource information and tools using Go2WorkSource either at the One-Stop site or from a remote electronic location. For reporting purposes, it is necessary for self-service participants to be identifiable as opposed to those individuals who anonymously browse the Go2WorkSource system.

Registration in Go2WorkSource, which offers individuals access to customized services, provides a means of identifying individuals who post a resume or application, apply for WS or AJB jobs, or request a referral to a Washington job order. Because WIA and W-P funds support the Go2WorkSource infrastructure, self-service participants will be included in both WIA and W-P service participant counts. However, WIA self-service and information only participants are not enrolled in WIA and so are excluded from performance measures.

SIGNIFICANT STAFF-ASSISTED SERVICES

In a workforce investment setting significant staff-assisted service is any assistance provided by staff beyond the informational activities described above regardless of the length of time involved in providing such assistance. Significant staff involvement includes a staff member's assessment of a participant's skills, education, or career objectives in order to achieve any of the following:

- Assist participants in deciding on appropriate next steps in the search for employment, training, and related services, including job referral;
- Assist participants in assessing their personal barriers to employment; or
- Assist participants in accessing other related services necessary to enhance their employability and individual employment related needs.

Staff-assisted services are captured in SKIES. They may be entered either as seeker services or under a Service Plan. Accurate data entry of types of services and dates of service are critical to implementation of the Common Measures system in Washington State.

In an effort to avoid misinterpretation and provide consistency across all programs, a Chart of Statewide Staff-Assisted Services (referred to as the Services Chart in this document) defines each service and its applicability to participation and performance measurement.

The Chart indicates which statewide services commence service participation for WIA programs, Trade Act, and Wagner Peyser programs (including Veterans, and WorkFirst). Additional columns indicate which services extend the exit date and which services count towards performance participant calculations. The Chart is available at: <http://www.wa.gov/esd/1stop>.

Examples of services or activities that do not trigger participation, or do not extend an exit date include: eligibility determination; case management activities involving gathering information on the participant's employment status, educational progress or need for additional services; post-employment follow-up; and income-support payments, e.g. UI benefits, TANF payments. Also, not all services reported in SKIES are applicable to common measures. For example, locally-defined services and follow-up services are excluded from common measures calculations.

SECTION 3: PROGRAM PARTICIPATION

The state submits reports to the Department of Labor for each program. These reports include: (1) count of the number of participants who received "qualifying" services and (2) those who exited and are included in the performance measures calculations. Two different terms are used in this policy to distinguish these.

Service Participant – is an individual who receives a qualifying service, including self-services and informational activities, in a physical location or remotely via electronic

technologies. Participants receiving only self-services from Go2WorkSource are only reported in the W-P and WIA service participant counts.

Performance Participant – is an individual who is subject to performance measures calculations and:

1. is determined eligible to participate in the program; and
2. receives a significant staff-assisted service funded by the program at either a physical location or remotely through electronic technologies; and
3. exits the program (Literacy/Numeracy performance measure may include youth who have not exited).

For W-P, a performance participant is one who receives any qualifying service, including self-services, and has been identified as an exiter. This participant is included in the W-P performance calculations. W-P does not have program eligibility requirements.

For WIA, a performance participant is one who is enrolled in WIA, receives a WIA-funded qualifying service, and has been identified as an exiter. This participant is included in the WIA performance calculations.

WIA service participants who received self-service or informational activities only are not considered to be WIA performance participants. Section 136(b)(2)(A) of the Workforce Investment Act prohibits individuals who participate exclusively in self-service or informational activities from inclusion in WIA performance calculations.

For TAA, a performance participant is one who is enrolled in TAA, receives a TAA-funded qualifying service, and has been identified as an exiter. This participant is included in the TAA performance calculations.

For WorkFirst (WF), a performance participant who enrolled in WF, receives a WF funded qualifying service; and has exited. This participant is included in the WF performance calculations.

For VETS, a performance participant is one who is eligible for the program, receives a VETS-funded qualifying service, and has been identified as an exiter. This participant is included in the VETS performance calculations.

Date of Participation – is the date of the initial program-funded qualifying service. As such, the date of participation may be different across programs. In this sense, it is unlike the exit date, which is common across all programs. Individuals participating in multiple programs will be counted as a participant in each of the programs.

SECTION 4: EXIT

Exit – is defined as a participant who has not received a qualifying service funded by the program, or funded by a partner program for 90 consecutive calendar days and is not scheduled to receive future services. This definition supports the integrated service

philosophy and acknowledges that a program exit is really an exit from the WorkSource system.

Exit Date – is a system-derived date determined after a participant has not received any qualifying service for 90 consecutive calendar days and is not scheduled to receive future services. The exit date is applied retroactively, after a 90 day period without qualifying services, to the last day on which the individual received a qualifying service provided by any program, i.e. the date the last qualifying service was completed in the system. Individuals who are participating in more than one program will have a single common exit date.

Due to these changes in defining an exit and deriving an exit date, SKIES terminology for two fields on the Seeker Programs screen has been renamed. The “Exit Outcome” and “Exit Date” fields on the Seeker Programs–Program Enrollment screen in SKIES will be renamed as “Completion Outcome” and “Program Completion Date”. These fields should reflect when and why program services have ended.

The program completion date may or may not coincide with the system-derived actual exit date. This is particularly true if subsequent qualifying services from another program, such as W-P, are provided prior to the end of the 90-day period. Allowing staff to enter a program completion date provides program administrators some flexibility to maintain accountability standards for each service provider, irrespective of the actual exit date. It may also expedite the State’s selection of participants for the customer satisfaction surveys, rather than wait for the 90 days before an actual exit determination.

Gap in Service (HOLD)

Any gap in service (HOLD) must be documented and include the participant’s intent to resume participation when circumstances are resolved. Reasons for placing a participant in HOLD status include: delay before the start of training; health/medical condition; providing care for a family member; jury duty; incarceration; and temporary move from the area, including National Guard or other military duty. A participant is not considered to be exited if there is a gap in service (hold) greater than 90 days but less than 180 days.

Exit Exclusions

A participant who exits from the system for one of the following reasons is excluded from all measures: Institutionalization; Health/Medical; Family Care; Deceased; Reservists Called to Active Duty; Relocated to a Mandated Program (Youth), or Invalid/Missing SSN.

Exclusions may be allowed for up to 3 quarters following the exit quarter. Exclusions determined subsequent to the exit quarter must be recorded in the Follow-up Plan indicating the reason and source documentation. For example, a participant who entered unsubsidized employment in the quarter after exit and sustains a serious injury in the second quarter, may be excluded due to health/medical issues. This exclusion removes

the participant from all measures, including the Entered Employment Rate which had been a positive outcome.

The “Completion Outcome” field in SKIES is the primary source for exit exclusions. However, exclusions noted in the “Completion Outcome” field may not be applicable if the actual derived exit date is subsequent to the “Program Completion Date”. For example, an individual is no longer able to participate in WIA services due to incarceration. If the completion outcome is entered into SKIES before the expiration of the 90-day period, then it is possible for the individual, if released early, to receive subsequent qualifying services still within the 90-day window. This action would extend the point of exit and void the WIA program exclusion. Cases like this can occur when staff do not wait for the 90 days to elapse without a qualifying service before entering the completion outcome and program completion date.

Exit-Related Reports

Because exits will be derived based on program-funded and partner-funded services, the State recognizes the need to generate exit-related reports to enable program staff to know such information as: when did the participant exit; did the participant receive a subsequent service and by which program, and how long has it been since the participant last received a service. The State in cooperation with local area representatives will develop the parameters for such reports to be generated.

SECTION 5: SELF-EMPLOYMENT WAGE DATA

Although most employment will be identified through wage records, self-employment is not UI-covered and shall be regarded as supplemental wage data.

Self-employment requires that the employment goal in SKIES be identified as “Self-Employment” and documentation that the participant is self-employed in the first, second, and third quarters after exit as indicated on the Follow-Up Plan in SKIES.

Supplemental wage data is permitted for the Adult Entered Employment and Employment Retention measures and the Youth Placement in Employment or Education measure.

Supplemental wage data is not permitted for calculating the Average Earnings measure. All supplemental data must be documented and subject to audit. Case notes describing reasons must refer to documentation such as administrative records, Revenue or Tax records, automated database systems, participant licenses, or business-related documentation. Copies of these documents must be maintained on file for verification purposes.

SECTION 6: YOUTH MEASURES

Certificates

Policy clarification relating to this section of the TEGL is pending DOL webinar training later in the year.

Literacy/Numeracy

Literacy/Numeracy policy is covered as a separate policy - #3685 – Literacy and Numeracy Policy.

REFERENCES

Training and Employment Guidance Letter (TEGL) No. 17-05, dated 02/17/06, “Common Measures Policy for the Employment and Training Administration’s Performance Accountability System and Related Performance Issues”.

SUPERSEDES

Relevant WIA Title 1-B Policies are currently being reviewed. They will be revised or rescinded based on the TEGL and this policy.

WEBSITE

<http://www.wa.gov/esd/policies/systems.htm>

DIRECT INQUIRIES TO

*Workforce and Career Development
Employment Security Department
PO Box 9046
Olympia, WA 98507
(360)407-1300
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ADULT MEASURES	OPERATIONAL PARAMETERS
<p>1. Entered Employment</p> <p><u>Methodology:</u> <i>Of those who are not employed at the date of program participation:</i></p> <p>The number of adult program performance participants who are employed in the first quarter after the exit quarter divided by the number of adult performance participants who exit during the quarter.</p>	<ul style="list-style-type: none"> • Individuals who are employed at the date of participation are excluded from this measure (i.e., programs will not be held accountable for these individuals under this measure). • Individuals who, although employed at the date of participation, have either received a notice of termination of employment of whose employer has issued a Worker Adjustment and Retraining Notification (WARN) or other notice that the facility or enterprise will close, or who are transitioning service members are considered not employed at the date of participation and are included in the performance measure. • Employment at the date of participation is based on information collected from the individual, not from wage records. • Supplemental wage data, for planned self-employment only, is allowed.
<p>2. Employment Retention</p> <p><u>Methodology:</u> <i>Of those who are employed in the first quarter after the exit quarter:</i></p> <p>The number of adult program performance participants who are employed in both the second and third quarters after the exit quarter divided by the number of adult performance participants who exit during the quarter.</p>	<ul style="list-style-type: none"> • This measure includes only those who are employed in the first quarter after the exit quarter (regardless of their employment status at participation). • Individuals who are not employed in the first quarter after the exit quarter are excluded from this measure (i.e., programs will not be held accountable for these individuals under this measure). • Employment in the first, second, and third quarters after the exit quarter does not have to be with the same employer. • Supplemental wage data for self-employment only is allowed.
<p>3. Average Earnings</p> <p>This methodology for calculating the Average Earnings measure will become effective July 1, 2006.</p> <p><u>Methodology:</u> <i>Of those adult program performance participants who are employed in the first, second, and third quarters after the exit quarter:</i></p> <p>Total earnings in the second quarter plus total earning in the third quarter after the exit quarter divided by the number of adult program performance participants who exit during the quarter.</p>	<ul style="list-style-type: none"> • To ensure comparability of this measure on a national level, wage records will be this only data source for this measure. Acceptable wage record sources are a state's Unemployment Insurance wage records, federal employment wage records, military employment wage records, and other administrative wage records. • Individuals whose employment in either the first, second, or third quarters after the exit quarter was determined solely from supplementary sources, and not from wage records, are excluded from the measure.

YOUTH MEASURES	OPERATIONAL PARAMETERS
<p>1. Placement in Employment or Education</p> <p><u>Methodology:</u> <i>Of those who are not in post-secondary education or employment (including the military) at the date of participation:</i></p> <p>The number of youth participants who are in employment (including the military) or enrolled in post-secondary education and/or advanced training/occupational skills training in the first quarter after the exit quarter divided by the number of youth participants who exit during the quarter.</p>	<ul style="list-style-type: none"> • Individuals who are in post-secondary education or employment at the date of participation are excluded from this measure (i.e., programs will not be held accountable for these individuals under this measure). • Employment and education status at the date of participation are based on information collected from the individual. • Individuals in secondary school at exit <u>will be included</u> in this measure.
<p>2. Attainment of a Degree or Certificate</p> <p><u>Methodology:</u> <i>Of those enrolled in education (at the date of participation or at any point during the program):</i></p> <p>The number of youth participants who attain a diploma, GED, or certificate by the end of the third quarter after the exit quarter divided by the number of youth participants who exit during the quarter.</p>	<ul style="list-style-type: none"> • Education refers to participation in secondary school, post-secondary school, adult education programs, or any other organized program of study leading to a degree or certificate. • Individuals in secondary school at exit <u>will be included</u> in this measure. • The term diploma means any credential that the state education agency accepts as equivalent to a high school diploma. This TEGL clarifies that the term diploma also includes post-secondary degrees including Associate's Degrees (AA and AS) and Bachelor's Degrees (BA and BS). • Diplomas, GEDs, or certificates can be obtained while a person is still receiving services or at any point by the end of the third quarter after the exit quarter. • Work readiness certificates will not be accepted under this measure.
<p>3. Literacy and Numeracy Gains</p> <p><u>Methodology:</u> <i>Of those out-of-school youth who are basic skills deficient:</i></p> <p>The number of youth participants who increase one or more educational functioning levels divided by the number of participants who have completed a year in the youth program (i.e., one year from the date of first youth program service) plus the number of participants who exit before completing a year in the youth program.</p>	<p><i>Refer to the WIA Literacy/Numeracy policy #3685.</i></p>